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Regional Training on Marine Spatial Planning for the Atlantic Coast of West, Central and Southern Africa region

Formation régionale sur la planification de l'espace marin pour la Côte Atlantique de la région d'Afrique de l'Ouest, du Centre et du Sud

Online, 26-27 May 2025

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Transboundary MSP

Joseph Kofi Ansong, UNESCO-IOC

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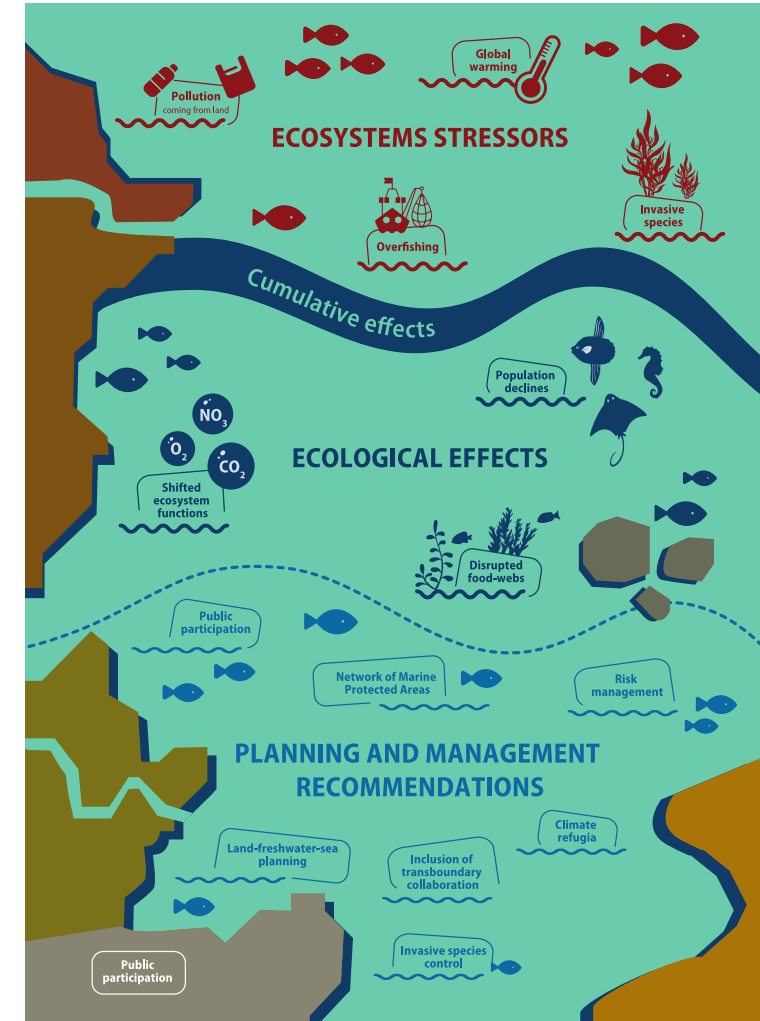


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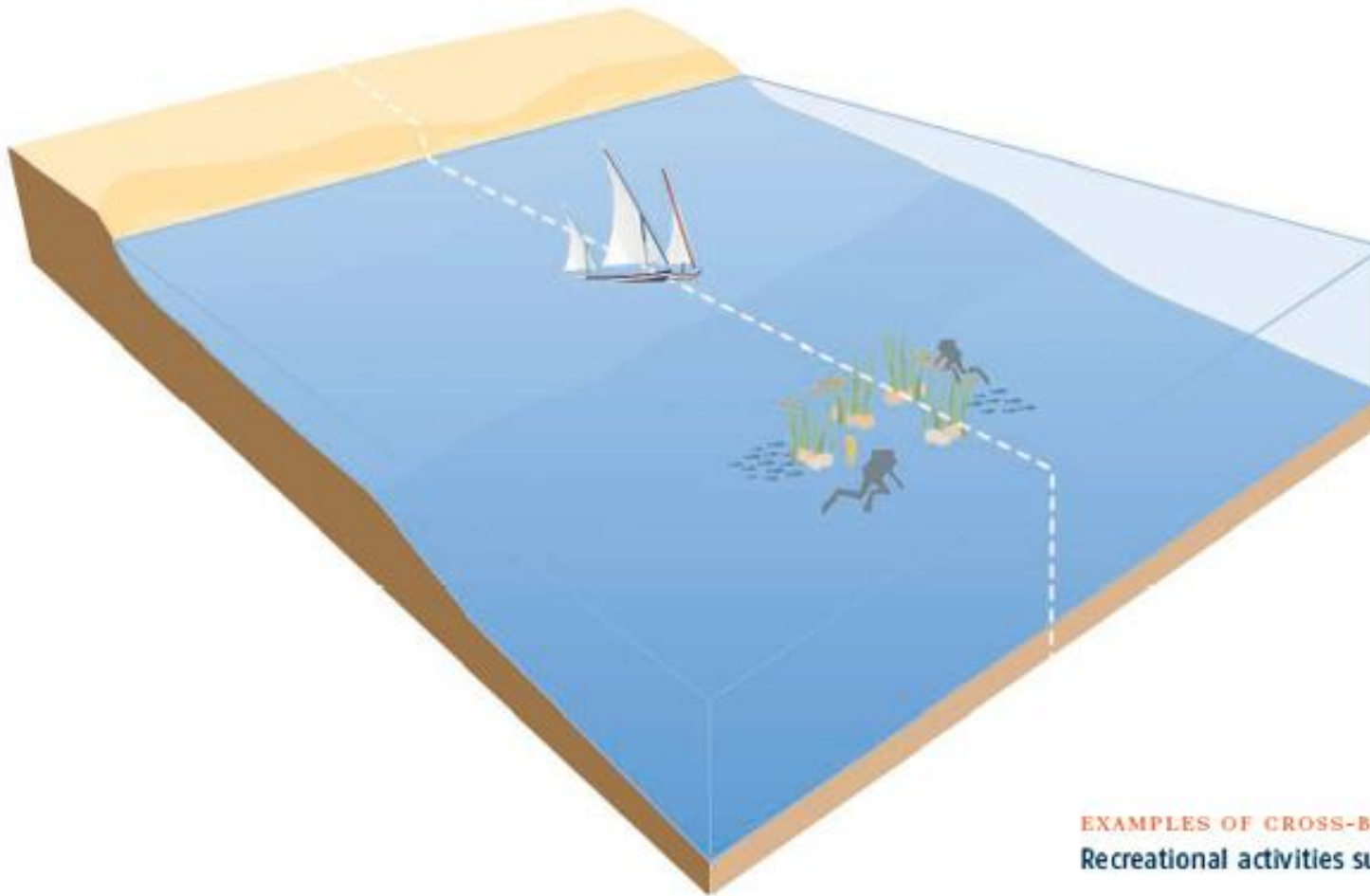
Why do we need a Cross-border/Transboundary MSP?

- Direct attention to **connections within an ecosystem** as a whole
- To address **common issues** that cannot be handled by one country on its own
- To **minimize current maritime conflicts between neighbouring countries** and to prevent them to happen in the future
- To reduce **transaction costs** for **countries** and **maritime sector operations across countries**
- To accelerate the **co-development of innovation**
- To achieve **greater coherence**
- To ensure implementation of **multi-national agreements**



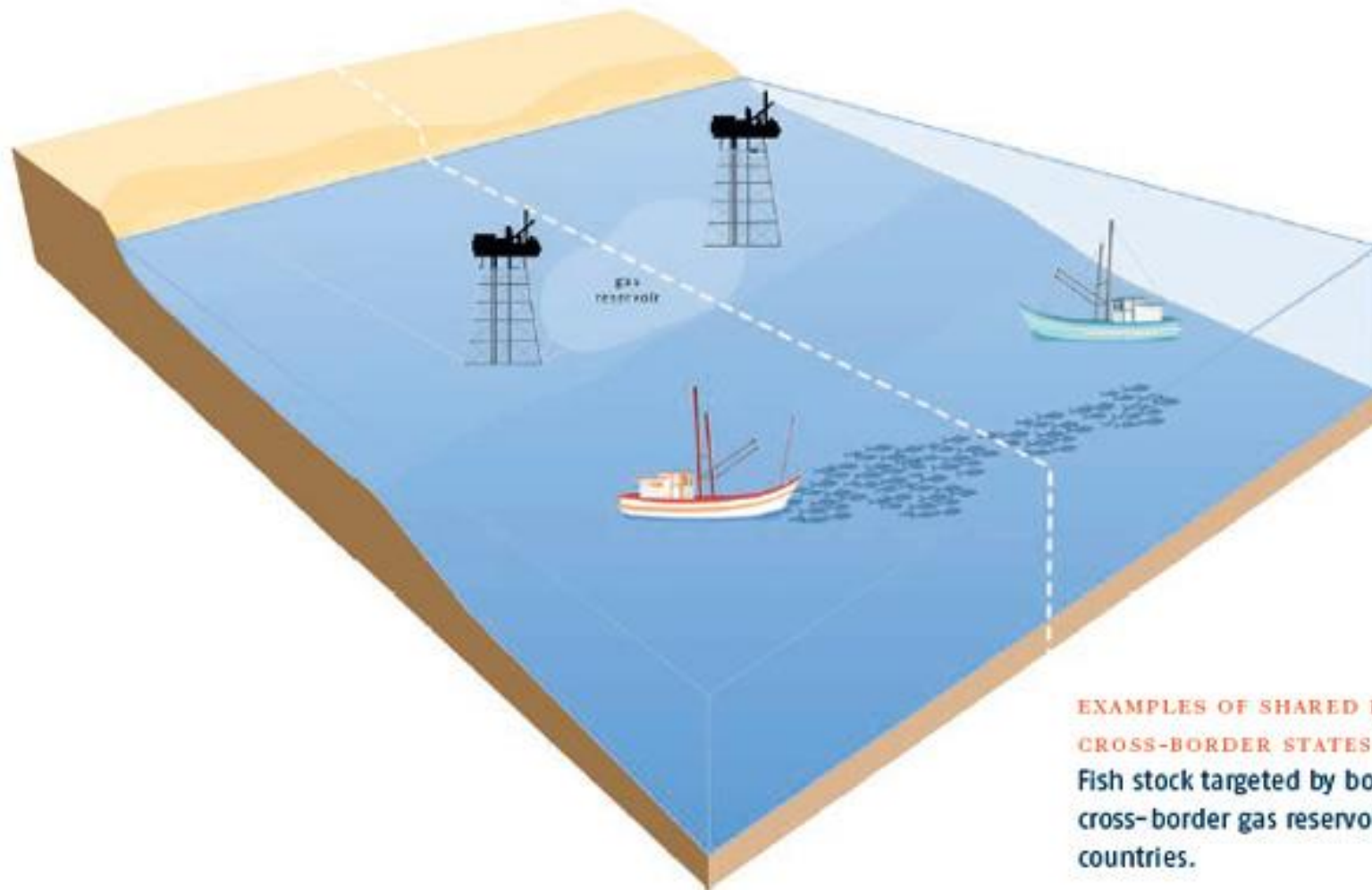
Cross-border/Transboundary Activities

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EXAMPLES OF CROSS-BORDER ACTIVITIES:
Recreational activities such as diving and navigation.

Cross-border/Transboundary Resources

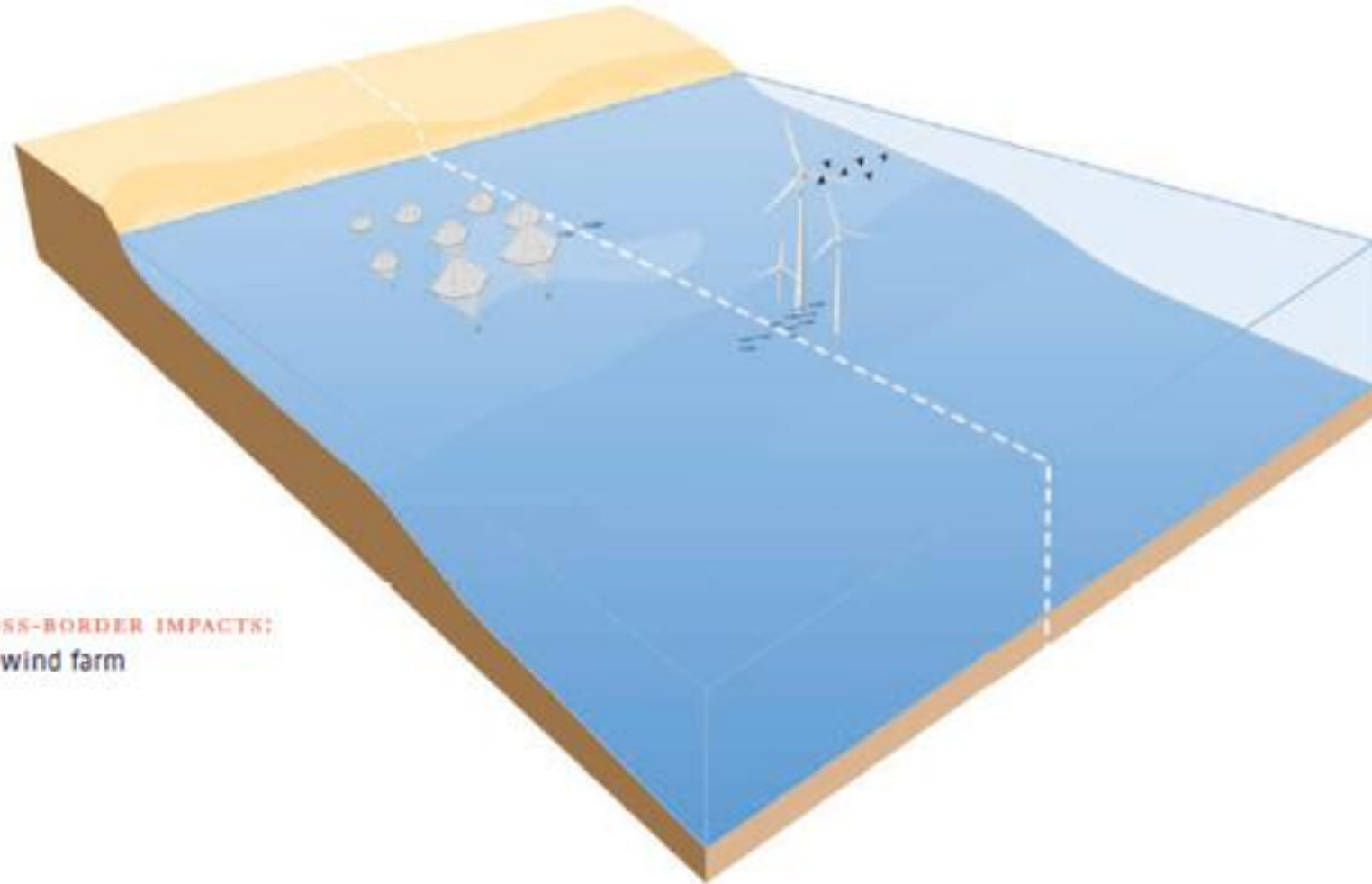


EXAMPLES OF SHARED RESOURCES AMONG CROSS-BORDER STATES

Fish stock targeted by both fishing fleets and
cross-border gas reservoir exploited by both
countries.

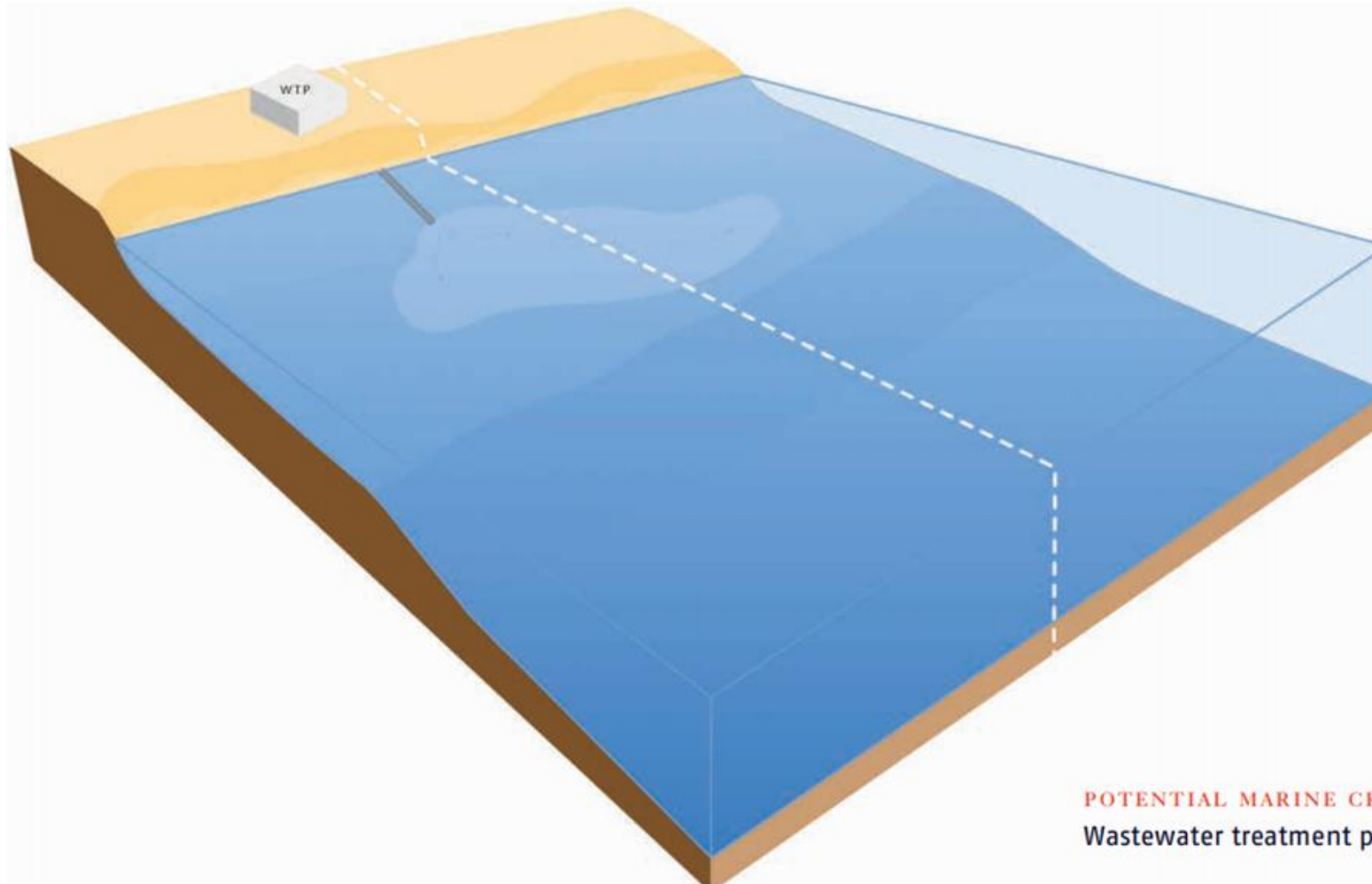
Cross-border/Transboundary Impacts

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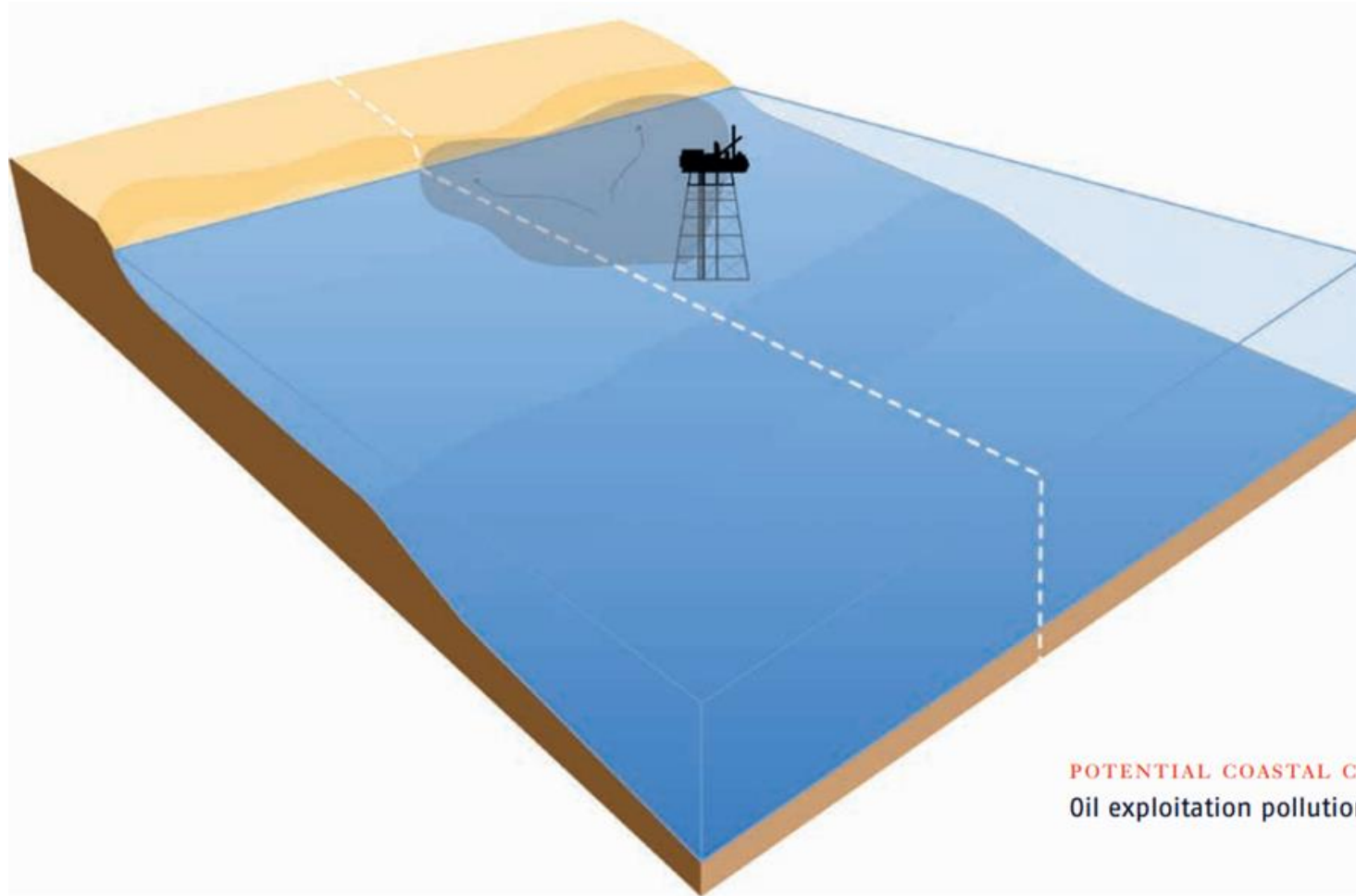
POTENTIAL MARINE CROSS-BORDER IMPACTS:
Aquaculture and offshore wind farm

Cross-border/Transboundary Impacts



POTENTIAL MARINE CROSS-BORDER IMPACTS:
Wastewater treatment plant

Cross-border/Transboundary Impacts

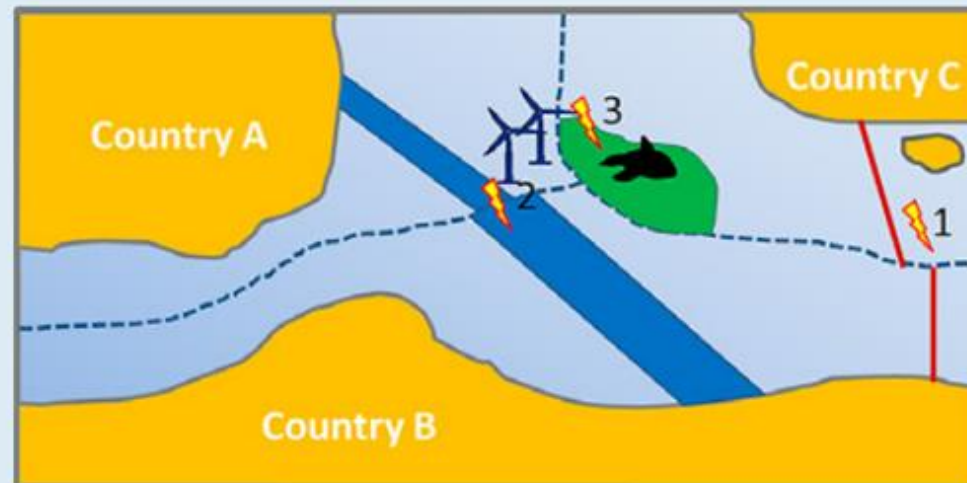


POTENTIAL COASTAL CROSS-BORDER IMPACTS:
Oil exploitation pollution episode

Cross-border/Transboundary Planning Mismatches

Abstract examples of planning issues for shipping/energy

- 1 Planning Mismatch: Routeing of cable corridors does not match at EEZ border
- 2 Differing methodologies: different dimensions of priority areas for shipping
- 3 Nature conservation issues: Planned offshore wind farms bordering sensitive marine protected areas in other country





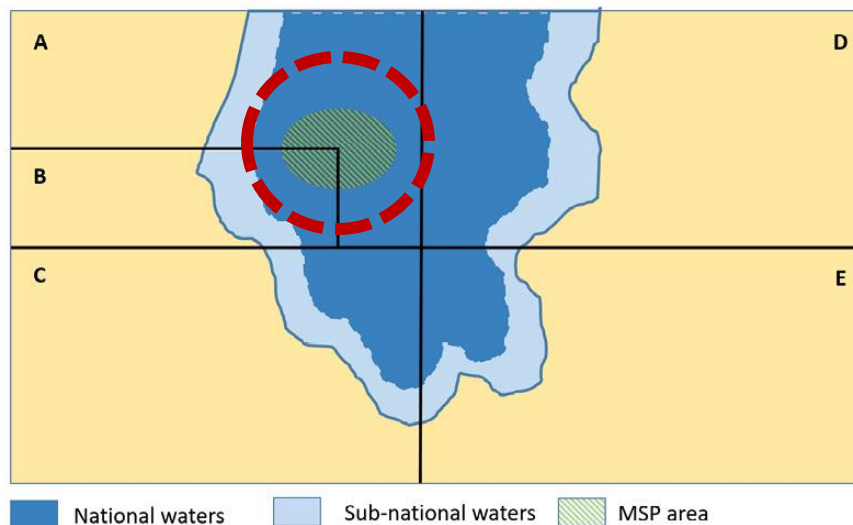
Cross-border vs. Transboundary

Cross-border vs. Transboundary MSP

Cross-border

Between two or more entities
that share a common political
border

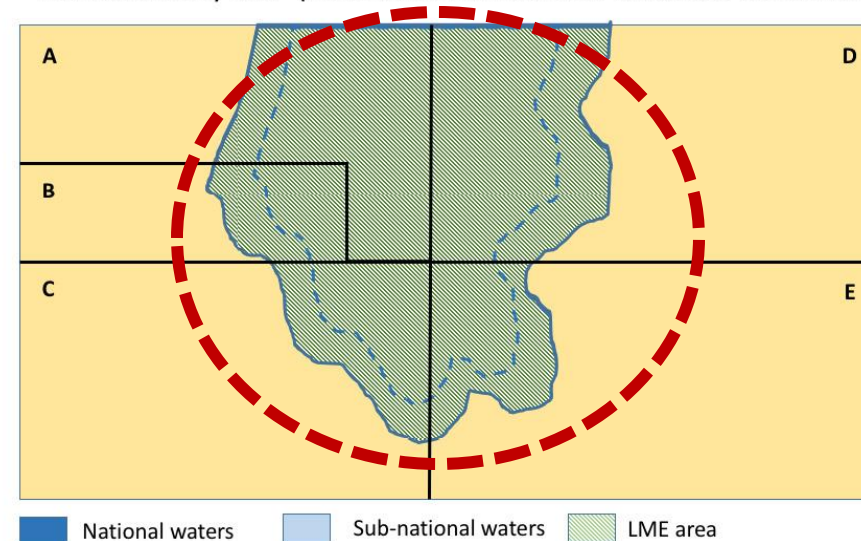
Cross-border MSP (countries A & B)



Transboundary

Multiple entities (e.g.
countries, states, provinces)
across one ecosystem

Transboundary MSP (national & sub-national waters of all countries)



Administrative borders

- **Sub-national** = where several different entities (e.g. regions, provinces) within one country hold jurisdiction over marine waters which are relevant for an MSP plan in national waters
- **Multi-national** = where several countries hold national jurisdiction over a joint ecosystem

The level of complexity increases when not only different administrations (e.g. environment ministry, energy ministry, etc.) but also different countries are involved

Ecosystem's borders



- Typically, **administrative borders do not correspond to the limits of ecosystems and maritime activities**
- MSP process is expected to apply an **ecosystem-based management (EBM)**
- The application of EBM in MSP is an important issue for **Large Marine Ecosystems (LMEs)**, as most of them span across national jurisdictional boundaries



Large Marine Ecosystems

What are LMEs?

Characterised by
their unique
undersea topography,
current, marine
productivity and food
chain interactions



Harbor biodiversity,
provide important
ecosystem services
and tangible benefits

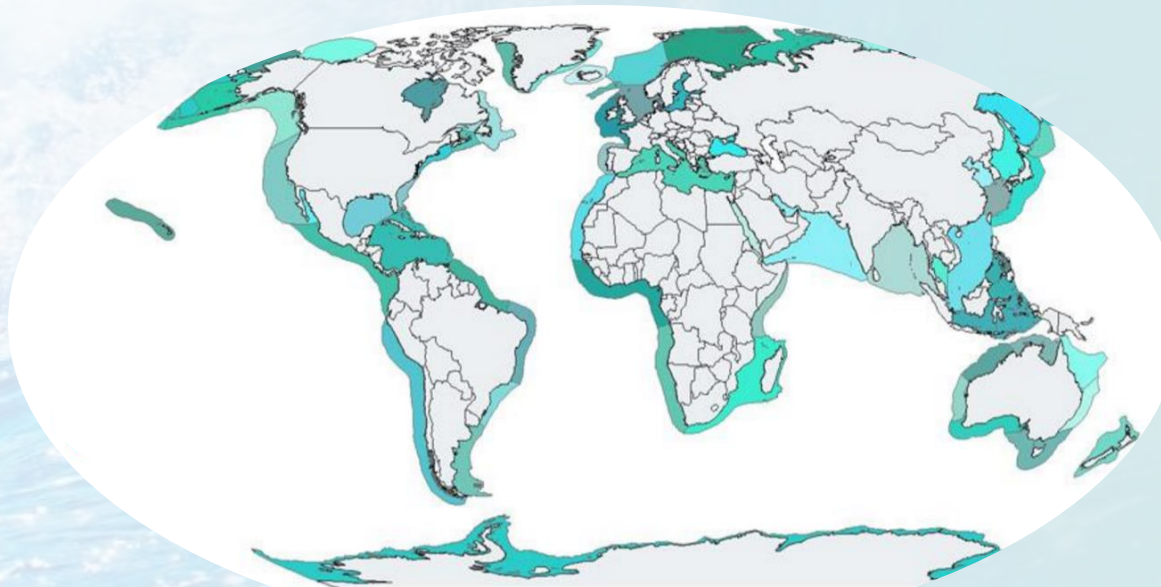


Transboundary in
nature

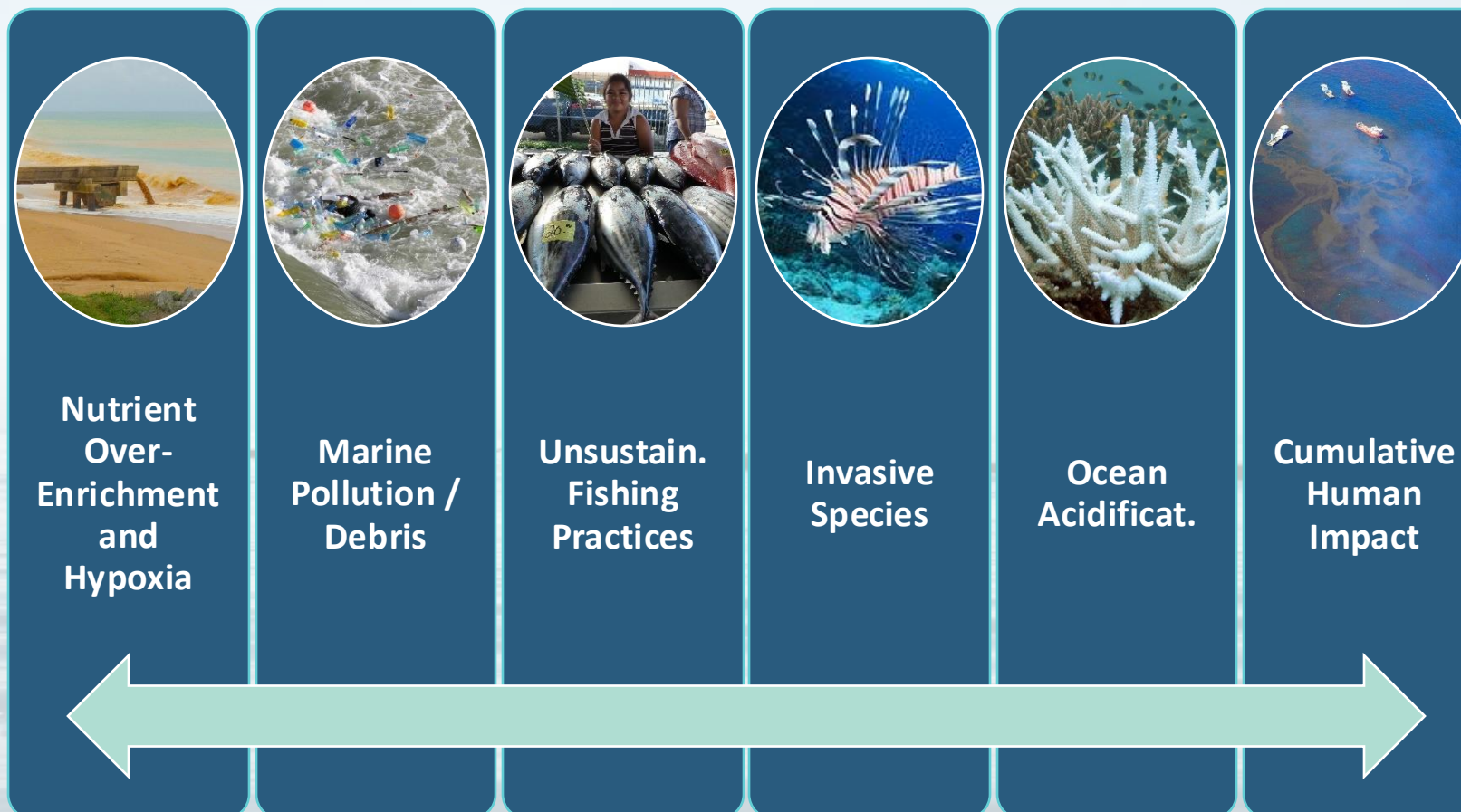


Provide direct
services approaching
US\$ 3 trillion
annually

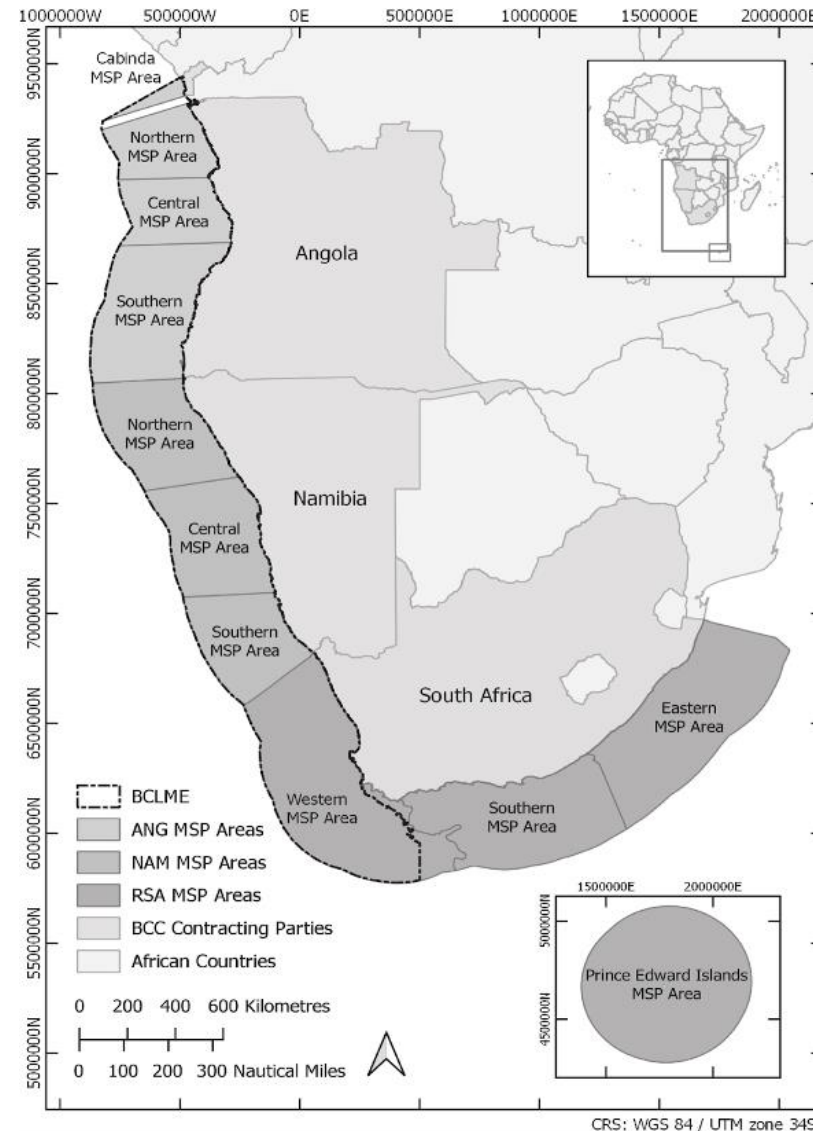
Relatively large
areas of
ocean space



LME Pressures and Risks



Example: Benguela Current LME





Multi-national MSP process

Existing global and regional mechanisms can serve to accomplish this mission by:

- boosting **partnerships and cooperation** across borders.
- understanding **common and specific challenges** to shape solutions
- creation of **opportunities and sustainability** across borders

Existing global and regional mechanisms relevant for transboundary MSP may include
SDGs, regional seas convention and UNCLOS provisions

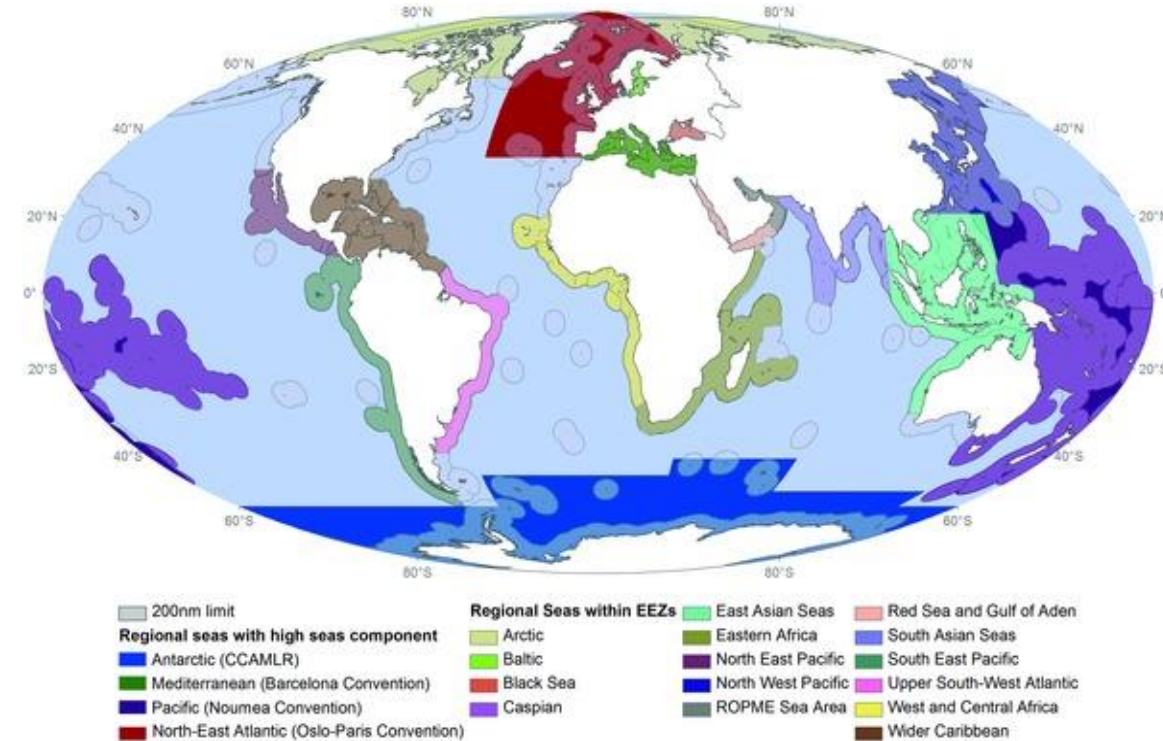
SDGs and MSP

- The United Nations 2030 Agenda for Sustainable Development and its **17 interconnected Sustainable Development Goals (SDGs)**, adopted in 2015
- MSP should embrace **all SDGs and contribute to achieving them**. MSP can become a vehicle by involving different spatial scales of intervention and ‘transforming global aspirations to local realities’



Regional seas conventions

- UNEP provides **a multilateral cooperation mechanism for the conservation** of the marine and coastal environment through the Regional Seas Programme (1974)
- The regional conventions set the **rules for implementing Action Plans**, with additional protocols to address integrated coastal zone management and other relevant MSP issues





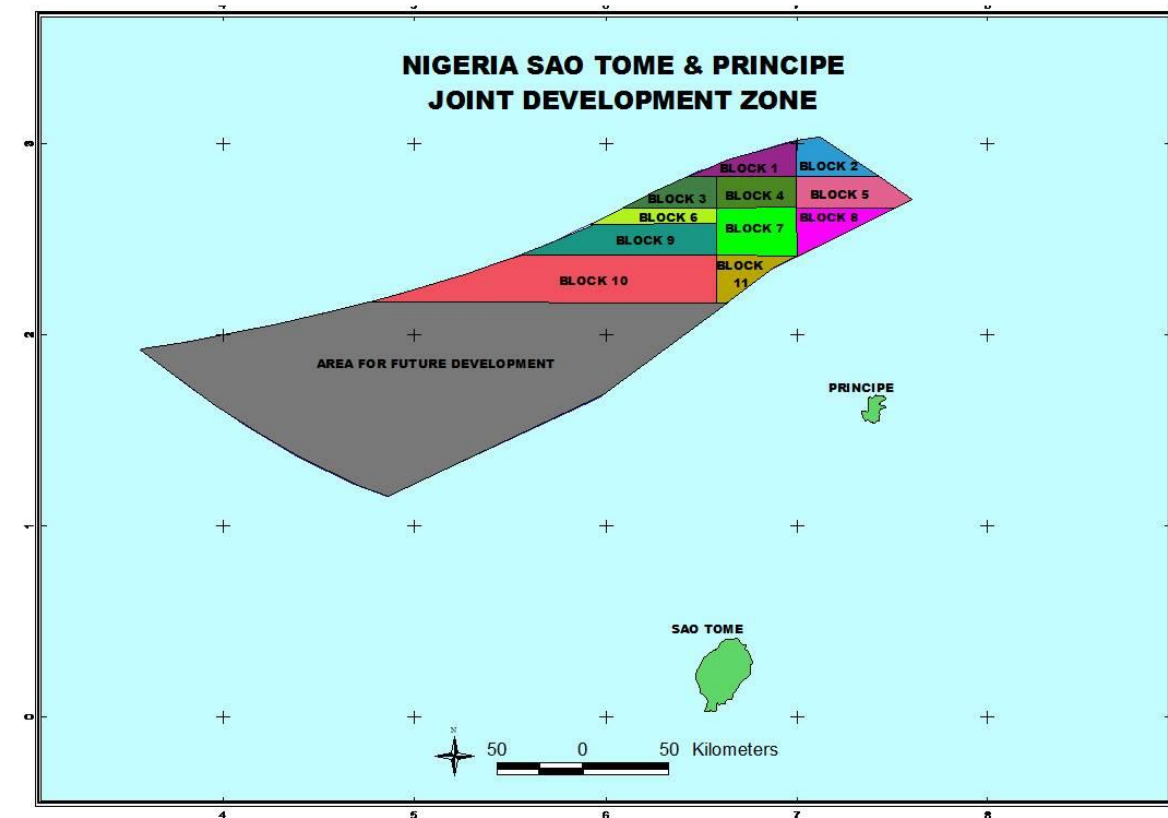
Transboundary/Cross-border framework for MSP



UNCLOS/Joint Development Zones: Nigeria and STP



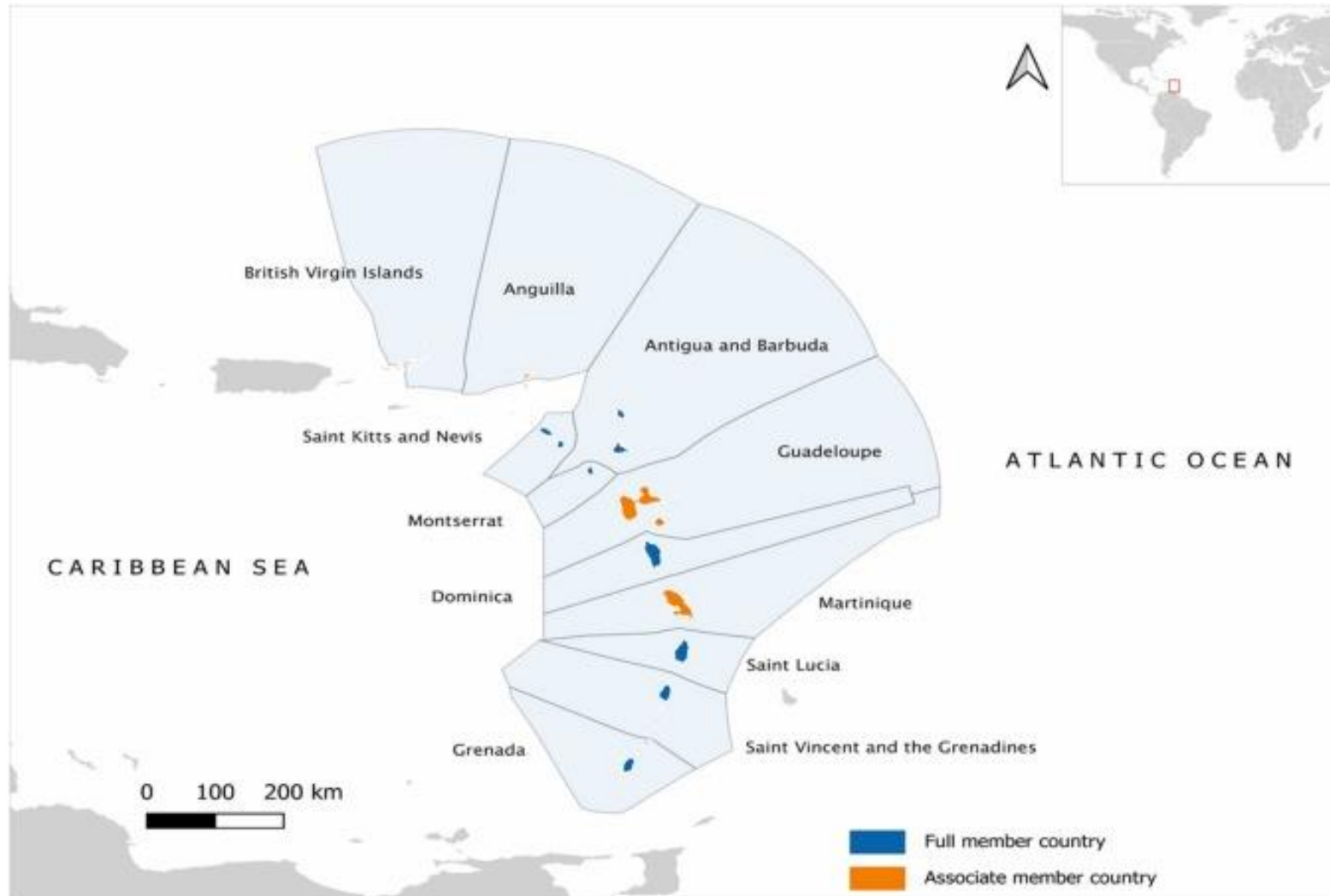
- Provisional arrangements for JDZ governed under articles 74(3) and 83(3) of UNCLOS
- Treaty was signed on 21 February 2001 and entered into force in 2003 for the use of both hydrocarbon and fishery resources.
- The **benefits and obligations** resulting from the management of the resources are shared in a proportion of Nigeria 60% and STP 40%



Example: Uruguay and Argentina



Example: OECS



**Organisation of
Eastern Caribbean States**



One Community · Growing Together

Example: European Union



Multi-national MSP Process as a framework

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Same IOC-UNESCO's MSP phases



SETTING THE SCENE



DESIGNING THE
PLANNING PROCESS



ASSESSMENT
FOR PLANNING



DEVELOPING THE
PLAN



ENABLING
IMPLEMENTATION
OF THE PLAN



MONITORING,
EVALUATION &
ADAPTATION

➤ Stakeholder

Participation and Data

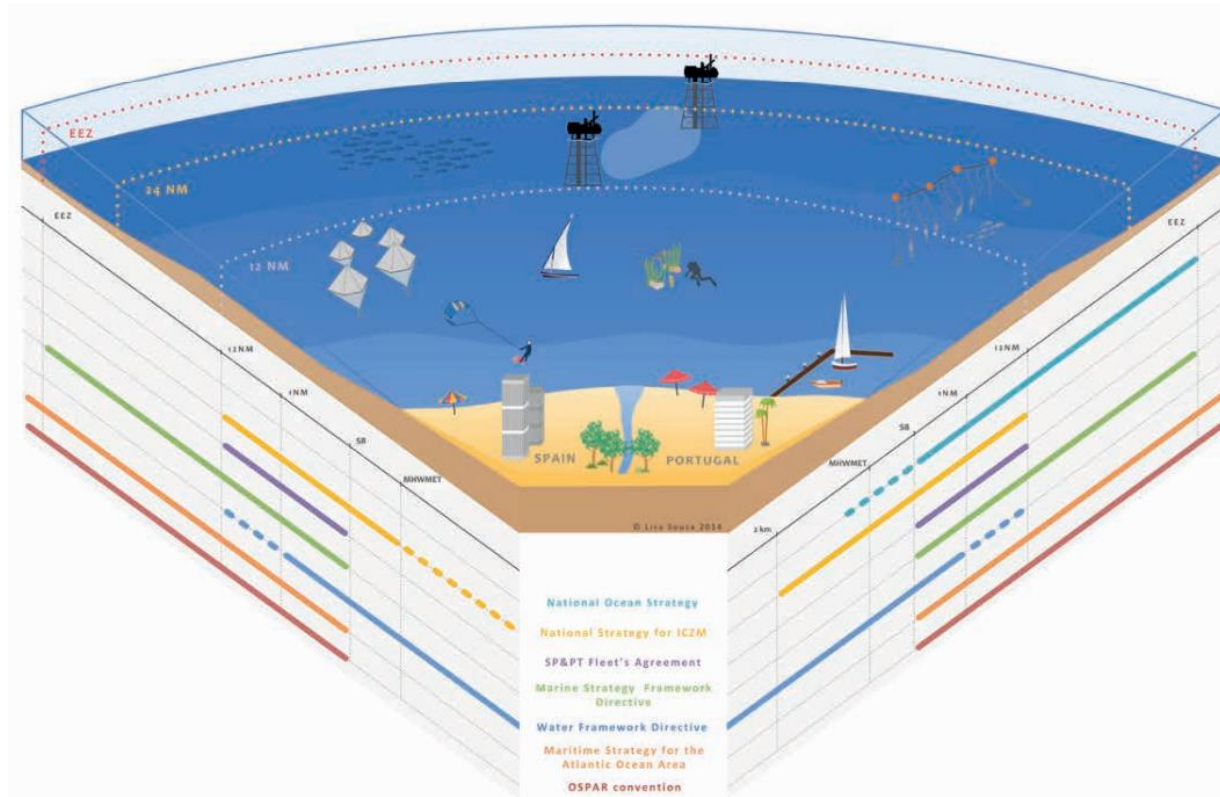


MARITIME SPATIAL
PLANNING IN THE BALTIC SEA



Setting the Scene

Policy Analysis



TIP

How to integrate and optimise international, regional and national processes?

- During the stocktaking phase, conduct a full analysis of agreements at the different levels
- Share information between levels (reporting; events to bring together actors from different levels to share information and experiences)

Examples: Drivers

TABLE 2: SAMPLE OF DRIVERS FOR SELECTED CASES (ADAPTED FROM EUROPEAN COMMISSION 2017B)

CASE	COUNTRIES	DRIVER(S)
RI Ocean SAMP	US (RI, MA)	State offshore wind energy targets
CCAMLR	Argentina, Australia, Belgium, Brazil, Chile, China, EU, France, Germany, Italy, India, Japan, South Korea, Namibia, New Zealand, Norway, Poland, Russia, South Africa, Spain, Sweden Ukraine, United Kingdom, USA, Uruguay	Marine protection from (over)fishing
CTI-CFF	Indonesia, Malaysia, Papua New Guinea, Philippines, Solomon Islands, Timor Leste	Reversing degradation of coral reefs, ensuring food security through improved fisheries management, addressing climate change
Xiamen MFZ	China (states within China)	Sea-use conflicts, marine environmental degradation, lack of institutional coordination
Western Baltic Sea	Latvia, Estonia, Lithuania	Small sea space with many different maritime uses and emergence of offshore wind industry

Example: Financial support through projects

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Designing the planning process

Examples: Shared Goal/Vision



Baltic Sea (HELCOM-VASAB MSP WG):

“Will make every effort to draw up and apply maritime spatial plans throughout the Baltic Sea Region by 2020 which are coherent across borders and apply the ecosystem approach.”

Coral Triangle 2020 Vision:

“The oceans and coasts of the Coral Triangle, the world’s center of marine biodiversity, are vibrant and healthy within a changing climate, building resiliency of communities, food security and contributing to improved quality of life for generations to come”

Example: Objectives for Transboundary Planning in the European Atlantic (TPEA)



NORTHERN CONTEXT IR-UK

East Coast – Irish Sea



SOUTHERN CONTEXT PT-ES

Algarve – Gulf of Cadiz



TPEA SPECIFIC OBJECTIVES:

Southern pilot area

- ➡ 1. To support the establishment of a comprehensive transboundary stake-holder engagement and communication plan
- ➡ 2. To promote integration of land / sea planning and licensing regimes
- ➡ 3. To encourage collection and exchange of data
- ➡ 4. To promote development of coastal and marine infrastructure to support local marine leisure and tourism

Northern pilot area

- ➡ 1. Ensure complementarity of uses and cross-border activities.
- ➡ 2. Ensure the coherence of the strategic options for the development of the maritime economy from each member state.
- ➡ 3. Promote the establishment of management common objectives for shared resources.
- ➡ 4. Promote the clarification of procedures on cross-border activities and impacts.
- ➡ 5. Contribute for the implementation of a common information platform (share interest).

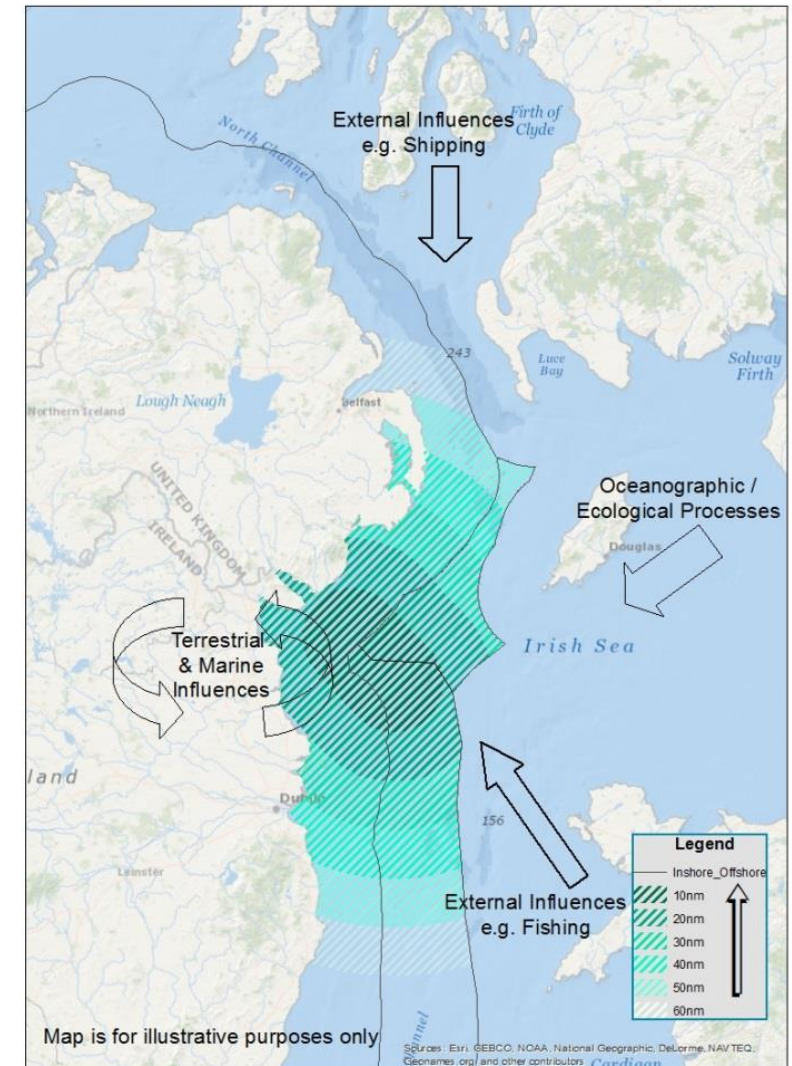


Definition of the planning boundaries

A **soft or fuzzy border approach** has been used in transboundary MSP projects to explore planning possibilities. This involves defining borders that are not necessarily based on **jurisdictional and agreed limits**.

The soft or 'fuzzy' planning area is for conceptual purposes only, and allows stakeholders to discuss and consider planning options in 'hotspot areas'

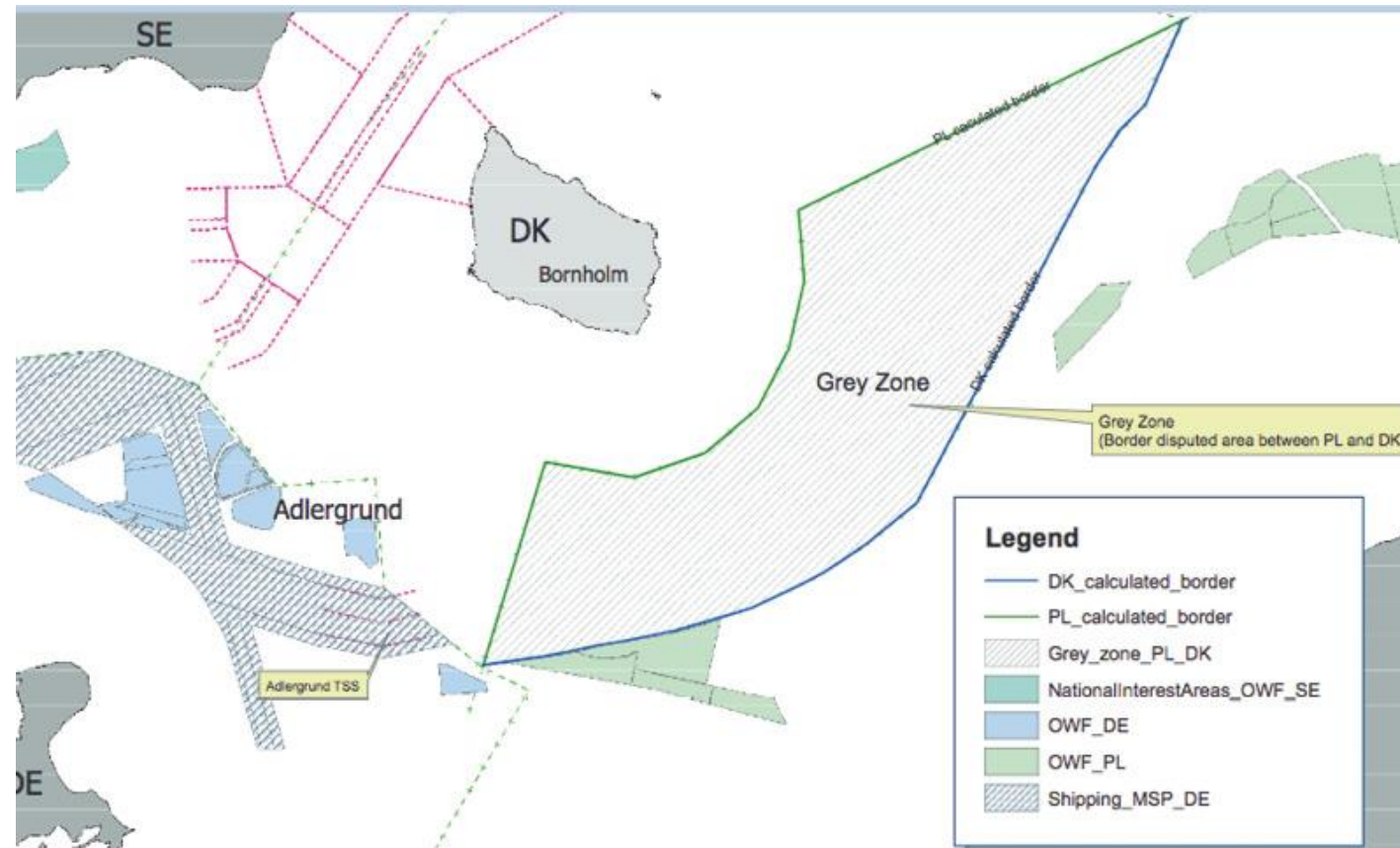
TPEA - East Coast Irish Sea Indicative Study Area



OBS: How to deal with undefined borders?



- E.g.: Grey zones

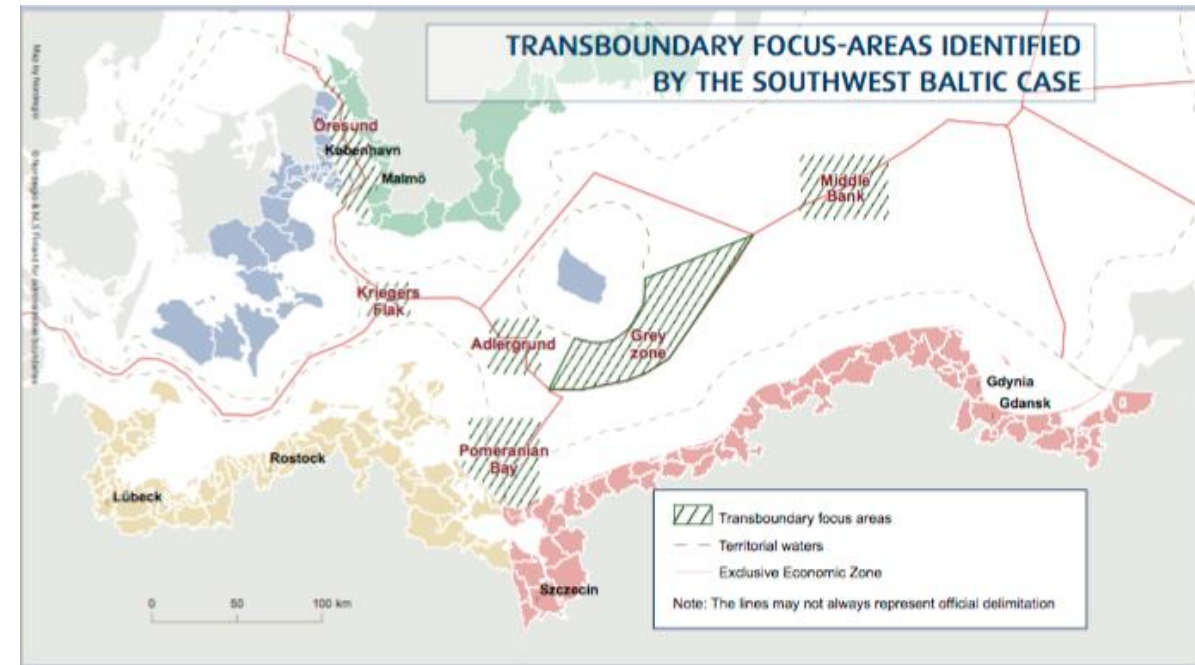


Transboundary consultations: BalticScope



Stakeholder engagement methods used in the BalticScope project included:

- **Partner/planners meetings** to facilitate interaction and discussion
- **National meetings and a stakeholder conference**
- **Bilateral and trilateral meetings** with smaller groups of relevant planners to share relevant national knowledge and project ideas or plans, as well as common data and maps





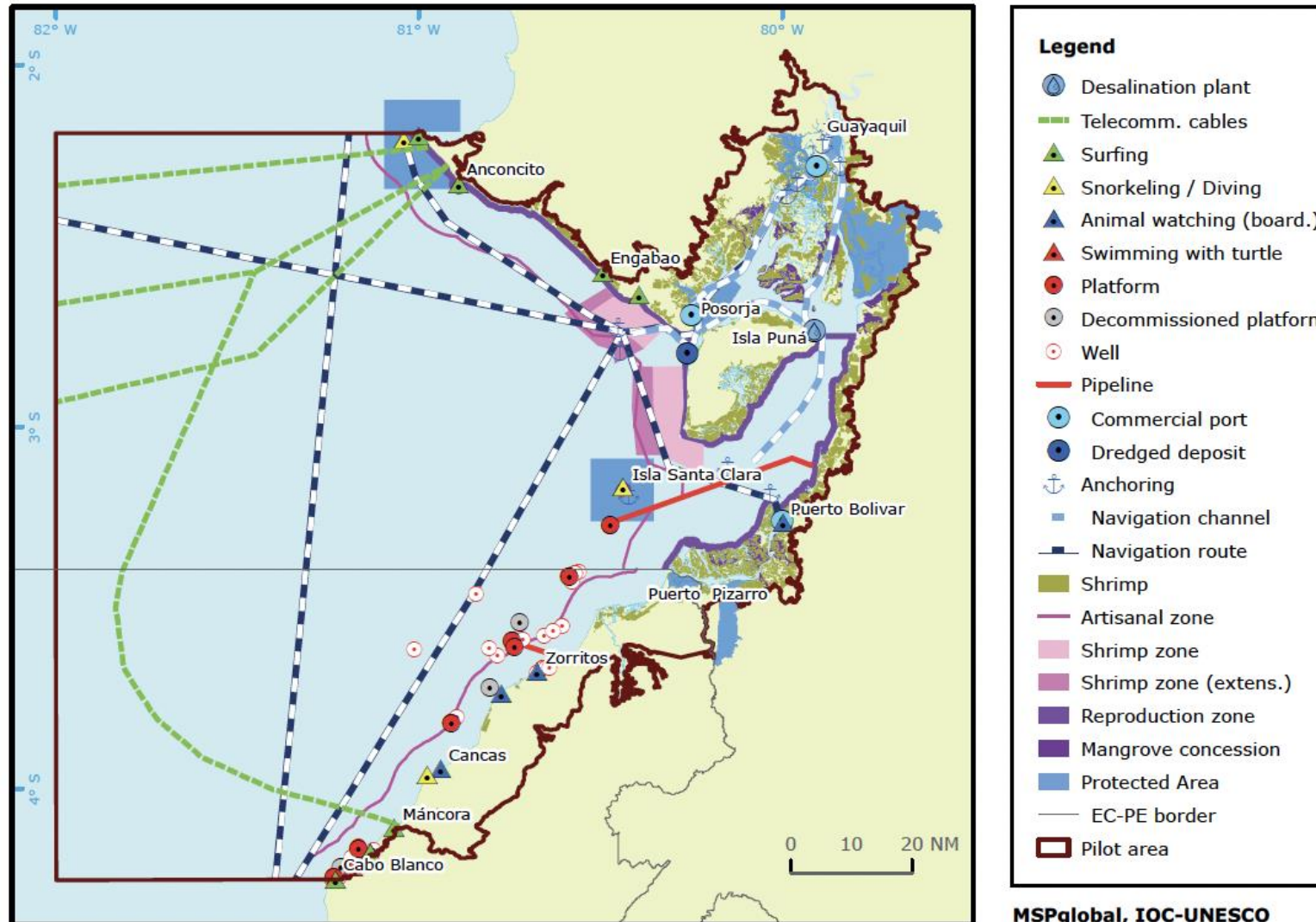
Assessing existing conditions

Assessment at transboundary level



- Apply an **ecosystem-based approach** for MSP (that will highlight the connectivity and continuity of ecosystems between countries)
- Consider the **assessment of existing conditions** together with neighbours, especially in cross-border areas
- Apply regional sea collaboration in **marine observation and data collection**
- **Align symbols and legends** used in mapping across the different countries.
- Show the **boundaries of neighbouring countries**, infrastructure projects (existing, proposed or planned) and ecosystems
- Strengthen **networks between national sector authorities** across borders eg. joint pilot projects.

Example: Gulf of Guayaquil (Ecuador and Peru)





Assessing future conditions

Analysing future conditions at transboundary level

Analysing future conditions for transboundary and cross-border areas could follow the following steps:

- Analyse **future sector developments** and requirements
- Develop a **common transboundary vision**
- Develop **multiple scenarios**



Example: Baltic Lines

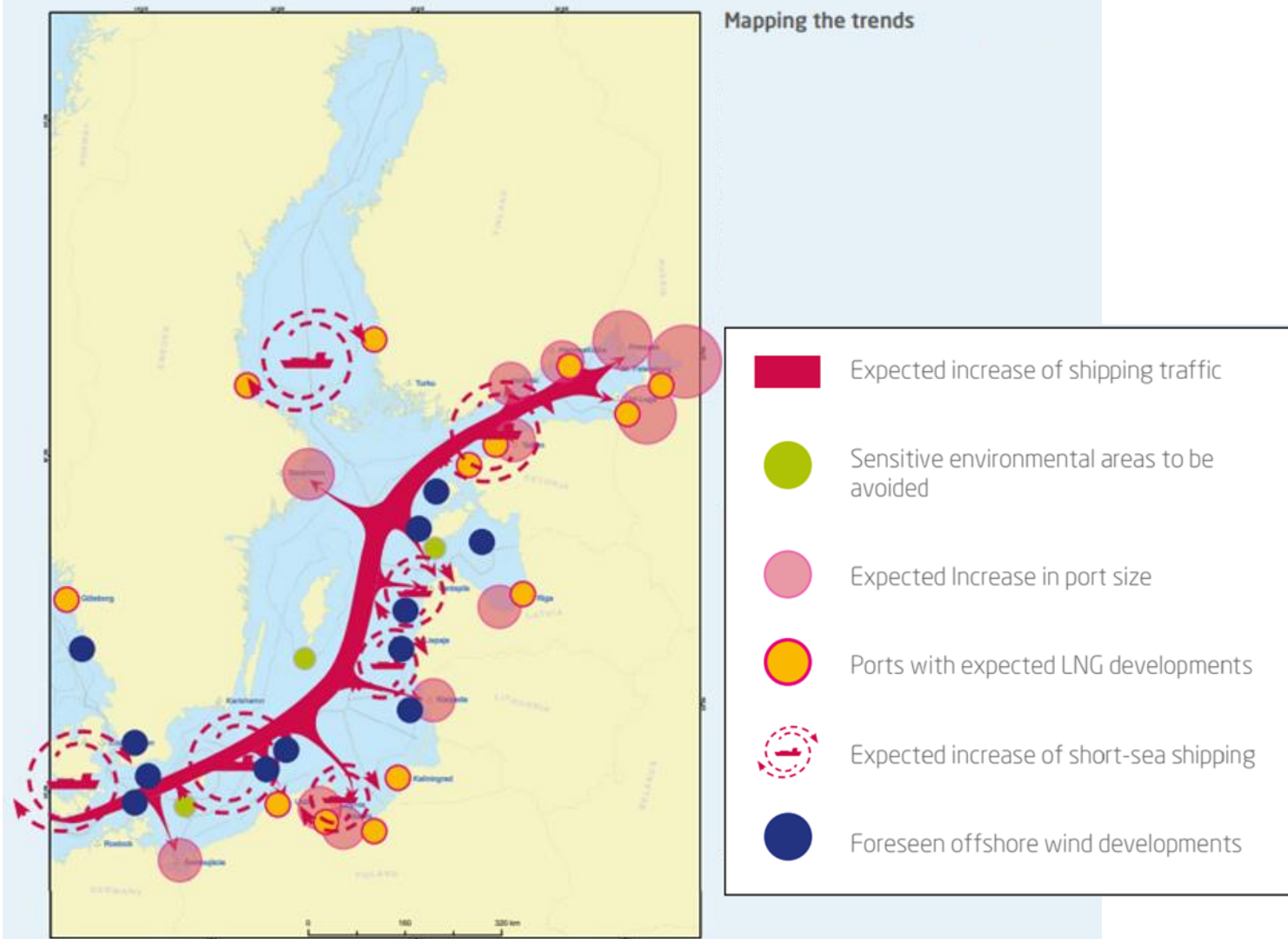
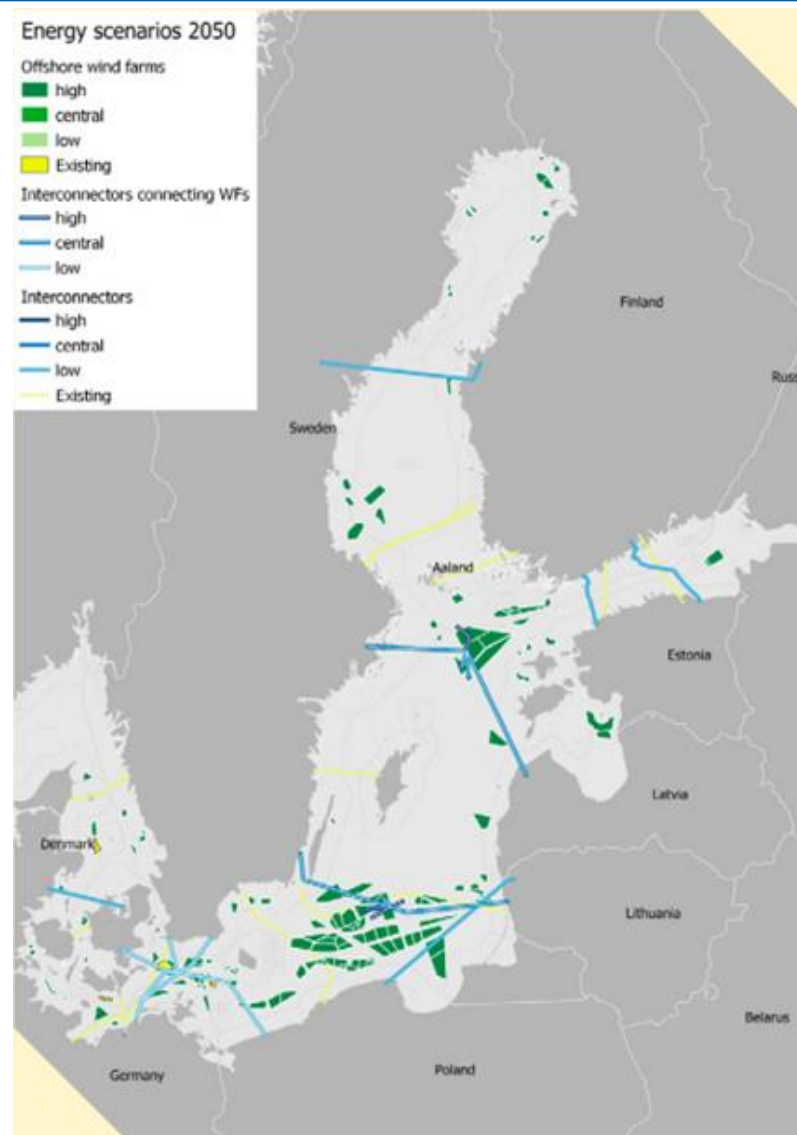
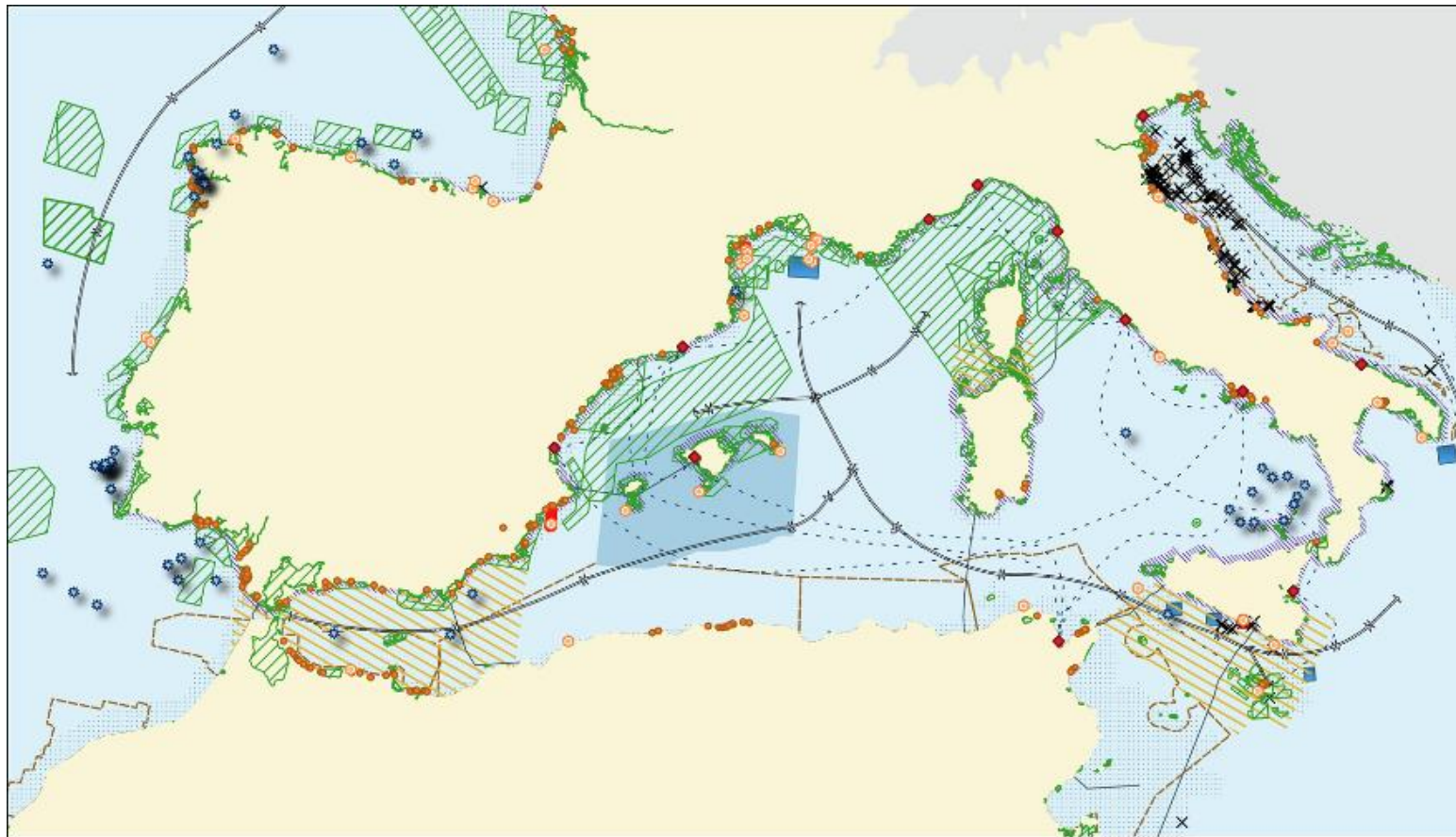


Figure 4: Six major shipping trends and their potential occurrence in the Baltic Sea.

Example: Baltic Lines



Example: Western Mediterranean



Integrated Scenario

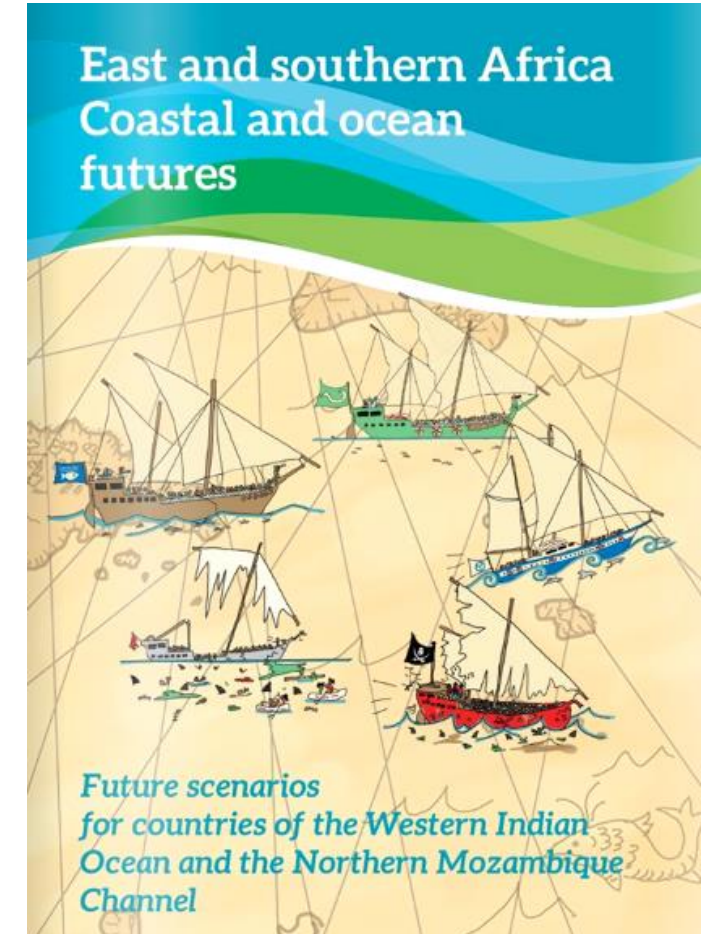
- | | | | |
|---------------------------------|---------------------------------|------------------------------|--------------------------|
| • Potential deep sea mining | Motorways of the Sea | • Aquaculture | × Offshore installations |
| • Wind farms | - - - Cruise routes | • Fisheries | — Pipelines |
| Protected Areas | • Cruise ports | • Fisheries Restricted Areas | — Power lines |
| Particularly Sensitive Sea Area | Coastal recreational activities | • Bluefin tuna sanctuary | |

Example: Western Indian Ocean



Four plausible stories about the future of countries in the WIO were developed through scenarios including:

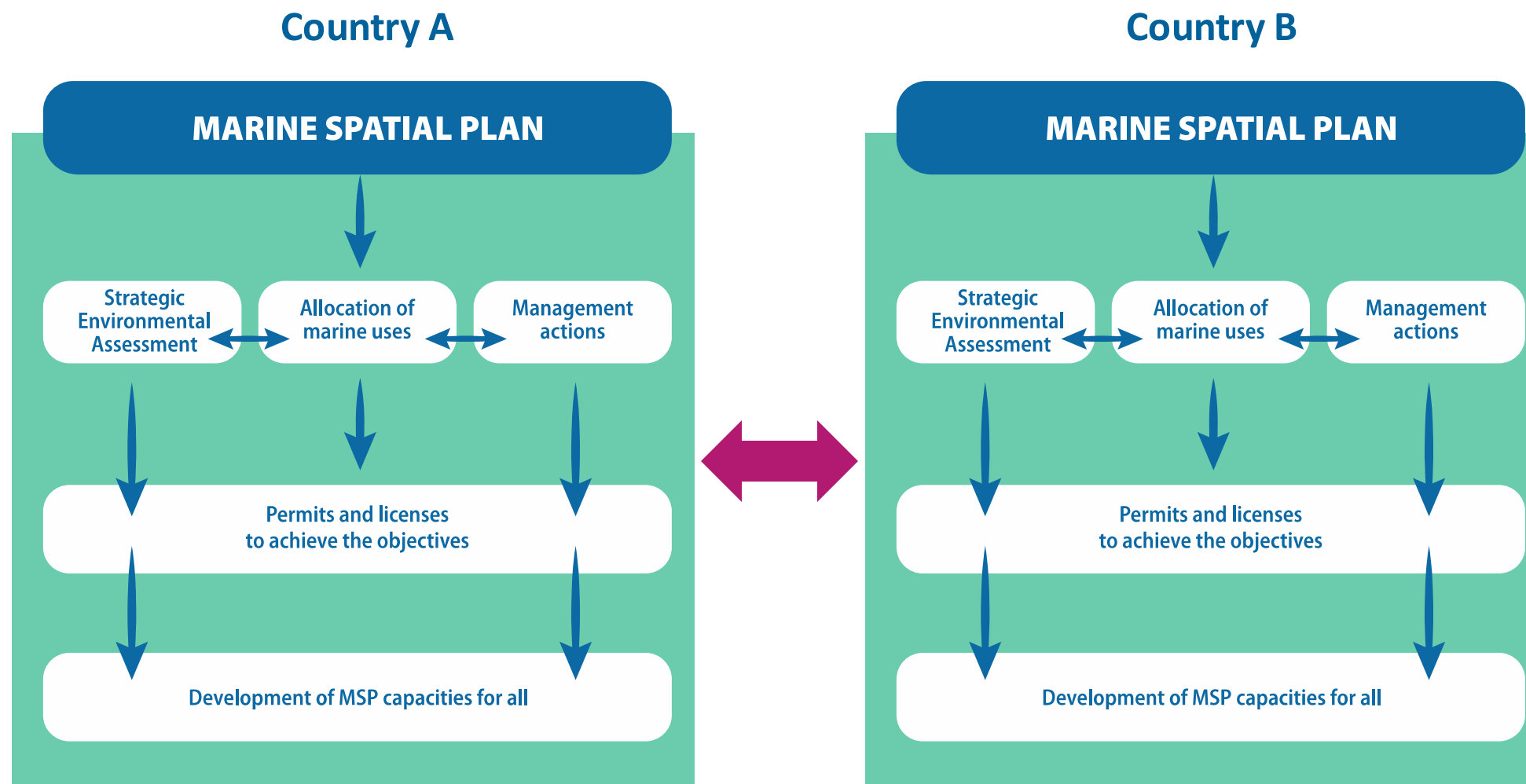
- **Slow but sure:** little investment + good governance framework. Little wind and progress is slow but the crew are good
- **Riding the wave:** rich resources and a governance framework. The Strong wind powering the ship forward while the skilled captain and crew
- **Pirate ship:** abundant wealth but a poor governance framework. The turbulent wind and waves makes the captain act like a pirate, caring little for the passengers.
- **All pain, no gain:** poor and poorly governed. No resources and leadership, and the crew are dispirited.





Plan development

Multi-national plan alignment



Results of Transboundary MSP



- Usually, the result of a multi-national MSP **is not one single MSP plan** covering an entire transboundary area
- Rather, it is often a **coherent and harmonized set of national MSP plans** within the LME, which are based on jointly developed outputs, such as:
 - ✓ a **joint assessment of current conditions** covering the whole LME
 - ✓ a **common vision/strategy** for the LME
 - ✓ mutually **agreed upon guidelines and principles**



Enabling Implementation

Transboundary MSP solution types



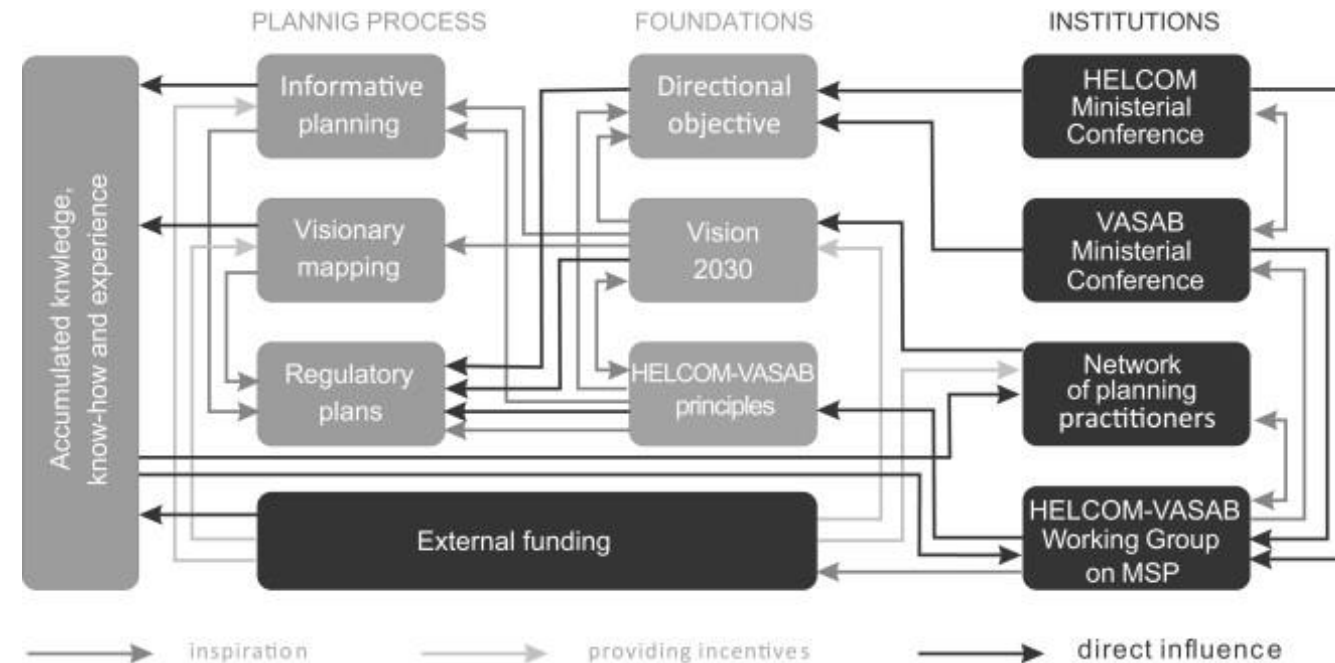
The different planning solutions for transboundary MSP include:

- **Joint management measures** for cross-border areas or joint planning areas (hot spot areas)
- **A common approach on regulatory provisions**, e.g. zones, of the maritime spatial plan(s) are defined throughout the whole , transboundary area
- An agreement on how countries **integrate issues of transnational concern** into their national MSP plans and according to transnational needs
- An agreements on the **overarching MSP governance system** within a given LME; eg. regional planning principles, cooperation and consultation mechanisms, joint financing strategies, joint pilot projects

Example: HELCOM-VASAB MSP WG

The HELCOM-VASAB MSP WG has adopted series of ‘non-binding’ guidelines on transboundary MSP including:

- Agreement on ‘joint principles on MSP’
- Joint Baltic Sea MSP Roadmap
- Ecosystem-based approach in MSP
- Transnational MSP consultation and cooperation





Monitoring, Evaluation And Adaptation (MEA)

MEA for Transboundary MSP



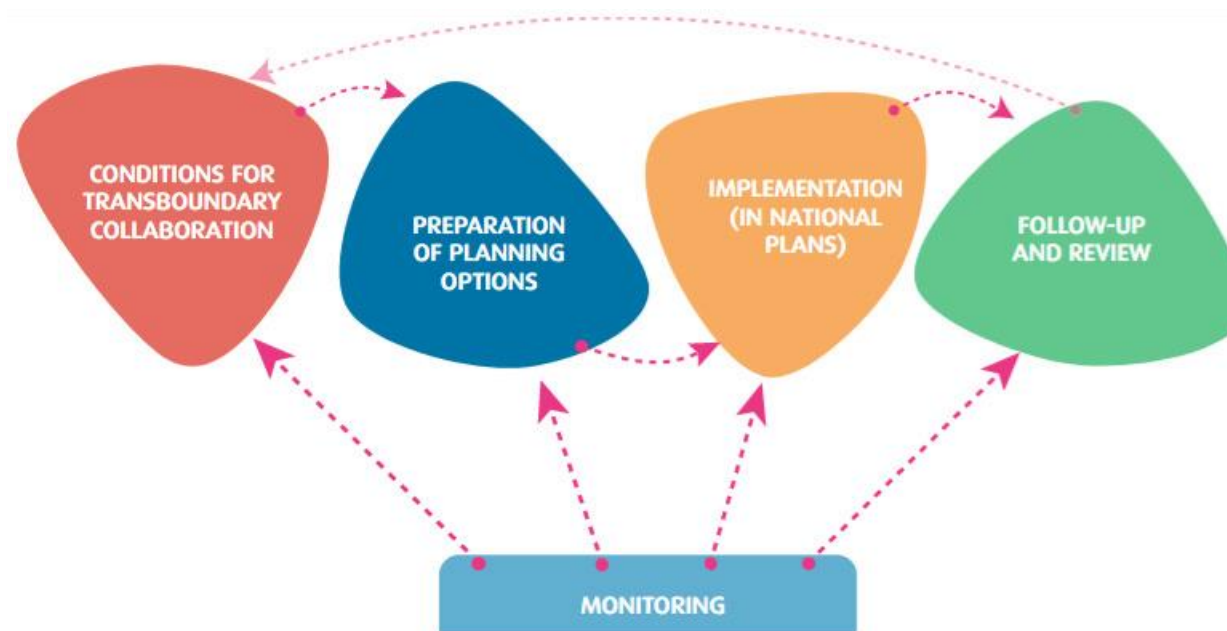
MEA for transboundary MSP should consider:

- Developing out a **logical framework framework** and related indicators to evaluate process covering transboundary MSP processes, objectives and design.
- Conducting a participatory process among the whole project team and stakeholders involved. Clarify the **actual purpose and design of the project** and thus act as a group bonding exercise for the transnational partner group.
- The resulting logical framework can/should subsequently also be **shared among the main stakeholder groups**, to clarify and manage **stakeholder expectations** for the given process.

Example: TPEA project

A. Process evaluation			
Preparation			
Criterion	Indicator	Country	yes/partly/no
1. Legal and administrative framework	a. Formal jurisdictional MSP systems are in place.	Country 1	
		Country 2	
		(Country 3...)	
	b. Legal instruments and administrative processes are in place to facilitate transboundary cooperation in MSP activities.	Country 1	
		Country 2	
2. Institutional capacity and cooperation	a. Authorities have responsibility for transboundary cooperation in MSP.	Country 1	
		Country 2	
	b. The roles and responsibilities of organisations in transboundary MSP have been clearly defined and communicated.	Country 1	
		Country 2	
	c. There are institutional resources (eg. staffing, skills, funding, data availability) for organisations to engage in transboundary cooperation in MSP.	Country 1	
		Country 2	
	d. There is effective formalised communication between organisations across borders.	national level	
		regional level	
		local level	
	e. There is equitable sharing of transboundary MSP responsibilities and tasks across borders.		
3. Trans-boundary MSP area	a. An agreed transboundary area has been defined for MSP purposes.		
	b. Stakeholders have been involved in the selection of the transboundary area.		
4. Formulation of strategic	a. Agreed strategic objectives for the transboundary MSP process have been established.		

Example: Baltic SCOPE



Output of transboundary collaboration	Immediate outcome	Intermediate outcome	Impacts
Agreement on a transboundary planning solution	Acknowledgement of the transboundary need for national MSP	A change in the national MSP	Improved coherence of planning of maritime activities
Establishment of a transboundary collaborative body	Naming of national (and sector/interest) representatives	Actual transboundary collaboration	Improved transboundary collaboration

LME:LEARN MSP toolkit

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<https://iwlearn.net/manuals/marine-spatial-planning-msp-toolkit>

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